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AUTHOR Cummings, Gordon J.

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ABSTRACT

A 1968 national survey investigated the characteristics of 229 Cooperative Extension community resource development (CRD) workers, along with their perceptions of area and community problems and approaches, competencies to perform certain tasks, relationships with other development oriented agencies, and preferred criteria for evaluating programs. CRD personnel tended to be aged 35 to 54, with a graduate degree, little or no inservice training, and one or more professional associational memberships. Their reading was varied, headed by newspapers and Cooperative Extension publications. A majority had entered CRD from outside Cooperative Extension. Priorities appeared to be shifting from earlier concerns (mainly land use and outdoor recreation) to such problems as housing and health. There was emphasis on engaging local people in studying community problems and acting on likely alternatives, with CRD persons providing guidance, information, and liaison. Field staffs tended to see themselves as problem-solving generalists, not specialists. A majority of respondents felt that various Federal, state, and local developmental agencies do try to work together on common problems. Eight items, including citizen participation in planning and development, emerged as important evaluation criteria. (LY)

COMMUNITY RESOURCE DEVELOPMENT
--how extension workers perceive the job

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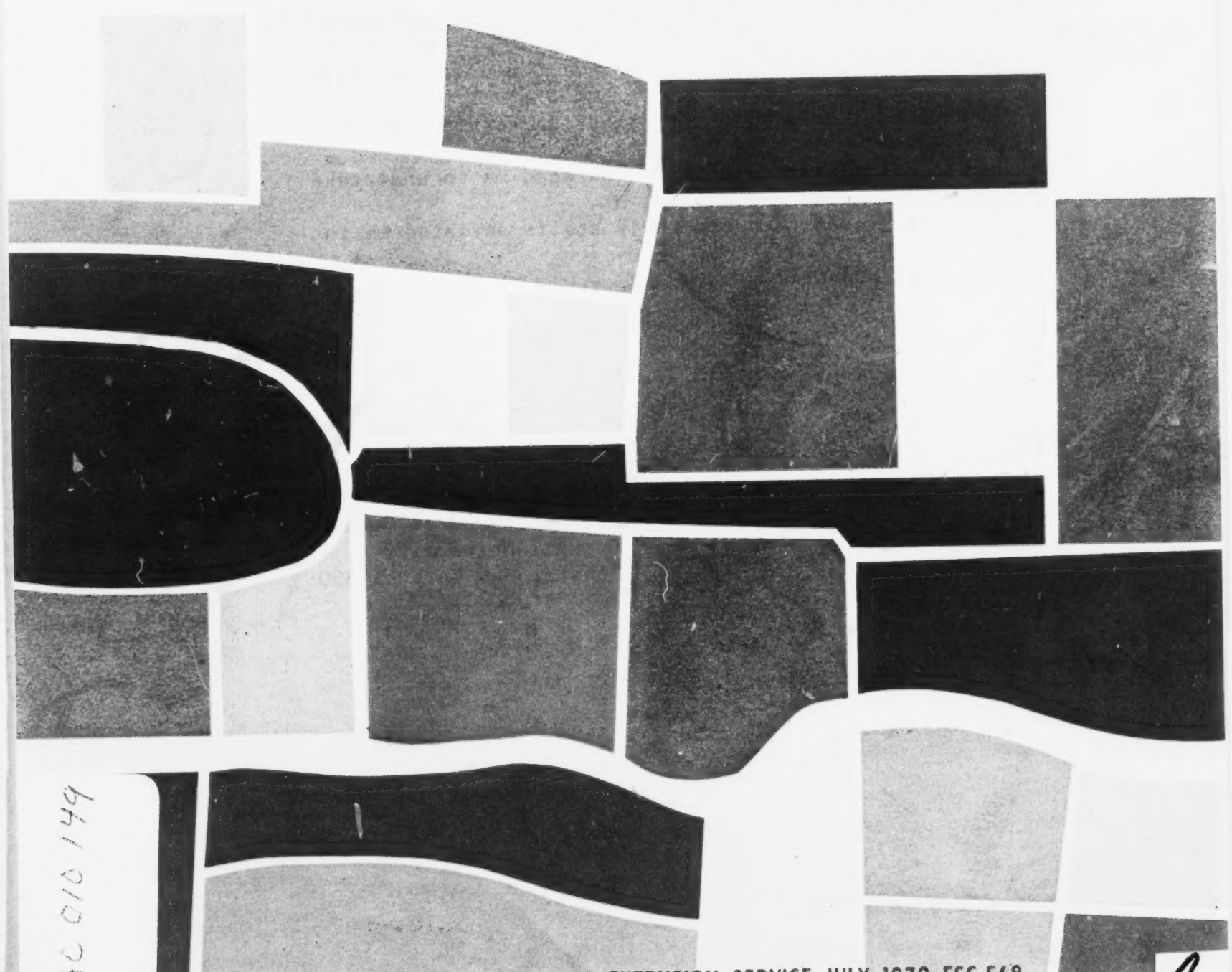

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Gordon J. Cummings
Professor, Rural Sociology
Cornell University
Ithaca, New York 14850

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COMMUNITY RESOURCE DEVELOPMENT
-- How Extension Workers Perceive the Job

By Gordon J. Cummings, Professor
Rural Sociology, Cornell University

THE FINDINGS IN BRIEF

This report is from a national survey, made in 1968, of 229 Cooperative Extension staff members working in Community Resource Development. It was undertaken to learn something about their:

- Characteristics
- Perceptions of community and area problems and approaches
- Competencies to perform certain tasks
- Relationships with other development-oriented agencies
- Preferences of criteria for evaluating programs

Characteristics of Staff

The CRD staff nationally is composed almost entirely of men, a majority of whom are between 35-54 years of age, and hold a graduate degree--usually a master's in the social sciences.

There was great variation in the amount of inservice training they received during the past five years. The kind of training received was essentially for generalists rather than specialists.

Practically all belonged to one or more professional associations, usually Cooperative Extension-affiliated or agriculture-related.

Their reading covers a variety of materials, headed by newspapers. Six in ten read Cooperative Extension publications, followed by farm-agribusiness magazines and human development publications (about one-third), with publications in natural resources and planning accounting for a smaller readership.

About 4 in 10 staff members came into CRD work directly from Agricultural Extension, with the remainder, while coming from outside the organization, having had some kind of experience related to the agricultural sector. Nearly two-thirds have been in this work three years or less. There was great variation in titles of their positions. For the majority, work experiences have been in counties or areas with over 50,000 population.

While the survey did not inquire as to race of respondents, informal inquiry indicates that very few Negroes were working in Community Resource Development at the time of the survey.

Perceptions of Problems, Approaches, and Competencies

As to community problems that CRD staff thought might be resolved through informal adult education, the list is varied and appears to be growing more so. Priorities may be shifting from earlier concerns predominantly with land use and outdoor recreation to such problems as housing and health.

The major approach to development emphasizes engaging local people in a process of studying community problems and acting upon alternatives they consider helpful, with CRD staffs providing organizational guidance, information, and communications assistance with public and private resource agencies.

Field staffs tend to see themselves as community problem-solving generalists or, as one respondent put it, a "new breed" of specialists within Cooperative Extension, rather than as specialists in the traditional sense, with in-depth knowledge in a particular technical field.

Relations Among Organizations

At the time of the survey, the national distribution of CRD staff showed 43 percent working at multicounty levels, State (27 percent), and county (19 percent), with most of the remaining 11 percent located at city, village or town levels. The Federal staff consisted of only four professionals with full-time responsibilities in this work.

CRD staff contacts with other development-type agencies and organizations for the year preceding the survey was greatest at multicounty and county levels (55 percent indicating having one or more contacts at both levels), State levels (45 percent),

community (41 percent), Federal (8 percent), and interstate (6 percent). Eighteen percent indicated contacts at practically all levels. Contacts were with a large number and variety of agencies, but in terms of "most satisfying relationships" public planning boards, private development associations, and USDA agencies with programs in physical resource development were most frequently mentioned. Citizen groups, universities, and local government officials, on the other hand, were among those least frequently mentioned.

A majority were of the opinion that various developmental agencies and groups do attempt to work together on common problems while at the same time pursuing their own special goals.

Relationships among Community Development agencies, government, and citizens need further study.

Evaluation Criteria

Of 34 items proposed for which criteria to evaluate CRD programs might be designed, 16 were rated by two-thirds or more of the respondents as important for future consideration. The 16 items might be further reduced to eight:

- Citizen participation in planning and development
- Locality orientation to problems and issues
- Education (content and methods) designed for action
- Quality environment
- Factual information
- Staff flexibility based on periodic program evaluation
- Adequacy of organization to achieve development
- Cooperation with educational agencies

Respondents suggested several additional evaluation items:

- The importance of presenting several alternative solutions to problems
- Evidence of continuity, sequence and subject-matter integration in educational programs
- Evidence that community-area leaders are adequately trained to do their jobs, are informed about economic and social conditions, and have improved the quality of decisions made over time.

Criteria for measuring achievement with such items need to be designed and tested.

SECTION 1. ABOUT THE STUDY

The first step in undertaking the survey was to prepare a directory of Cooperative Extension CRD staff.[1] A questionnaire was then mailed to 308 persons assigned full time in this division of work. About 30 more turned up while the study was in progress. The only exception to the "full-time" criteria was when a State level person had not only complete responsibility for administering the CRD program, but also might have other administrative assignments. Such persons were included. The reason for this selection was to identify personnel believed to have the heaviest commitment of time to this work.

All States except Alaska, California, and Rhode Island indicated at least one full-time staff member assigned to CRD. Alaska indicated the need for such a staff. The number of persons working part time on research or extension-type activities related to CRD is not known, but is believed to represent a considerable number.

States with the largest full-time staffs were Wisconsin (32), Missouri (26), and Kentucky (25). These were followed by Arkansas, Indiana, Michigan and Minnesota; each with 13 at the time of the survey.

Wisconsin listed 26 of its 32 (over 80 percent) staff assigned to counties, while only five other States listed between one and four persons at the county level.

Kentucky had 20 assigned to multicounty levels, followed by Missouri (16) and Maryland (10). Forty of the 50 States had at least one staff member assigned to a multicounty unit. This indicates that a new intermediate level of comprehensive planning and development is emerging between Federal and State governments and counties, cities and other locality-oriented units.

The North Central Region had the largest CRD staff (90); followed by the Southern (69), Northeast (40), and Western (30).

The survey did not include the Federal staff because of the small number at this level. It would have been virtually impossible to maintain anonymity of their responses. This staff

made a number of suggestions for improving the questionnaire used in collecting the data on which this report is based.

Two hundred and twenty-nine (229) completed questionnaires were returned from the original mailing to 308 staff, providing a 74 percent return.

Background information for the study was provided through the author's participation in a Cooperative Extension-sponsored informal educational experiment in multicounty planning and development in central New York State, visits to universities and field operations in 10 States, and attendance at selected national conferences on planning and development.

SECTION 2. CHARACTERISTICS OF RESPONDENTS

Sex

Full-time Community Resource Development positions in Cooperative Extension are staffed almost exclusively by men. However, six of the 229 respondents in the survey were women, which suggests that a few home economists or women 4-H agents have entered this area of Extension work.

Age

About 7 in 10 of the CRD staff are between the ages of 35-54, around 12 percent are over 55, and 17 percent are under 34 years of age.

A comparison of age distribution by regions showed some differences, with a general tendency for younger staff to be in the Northeast (68 percent under 44 years of age), while the oldest were in the Western States (60 percent over 45). The Southern and North Central States more nearly approach the overall age distribution pattern, with majorities of the staffs in the 35-54 age range (74 and 69 percent, respectively).

Education

At a national meeting of randomly invited CRD staff, one might expect to encounter 6 out of 10 with master's degrees, one with a doctorate, and three with a bachelor's.

The bachelor degree holders, for the most part, would have majored in fields other than social sciences. For those with a master's degree, the picture would be just the opposite, with the majority of degrees in a social science, including a very few who have an advanced degree specifically in "Community Resource Development." Of the 46 Ph.D.'s, 40 would have taken their degree in a social science field. Thirty of the Ph.D.'s were located at the State (University) level.

About 75 percent from the Southern Region hold a master's degree, the Northeastern and Western Regions each have about 60 percent, and the North Central about 50 percent in this formal educational category. The latter region has a higher

proportion of bachelor degree holders than other regions, and also nearly matches the Western Region as to the proportion having Ph.D. or Ed.D. degrees.

It appears that a degree in the social sciences is becoming the prevailing formal education norm for CRD staffs.

Inservice Training

Another facet of educational experience in CRD is inservice training. While we do not have information on the quality of such training, we did obtain some indication of the amount of time spent.

The range is from none to over one year with a majority (54 percent) of those who answered indicating they had spent between 6 and 20 days in such training during the past five years. About one-fifth had a month or more of special training in the same period, while 15 percent claimed five days or less. The extremes are found in the Northeast where more than one-third (37 percent) indicated they had only one day or less inservice training during the past five years. However, one needs to be cautious in equating "time spent" in training with "lessons learned."

The question about inservice training asked for "subject-matter focus" in the sessions. Three-fourths responded by simply writing in "Community Resource Development," indicating they had attended Extension-sponsored conferences and workshops carrying this label. Between 12 and 21 percent listed more specific topics classified under seven subject headings ranging from Human Resources and Economics (each 21 percent) to Organization for Development, and Extension Administration, with 13 and 12 percent, respectively.

Membership in Professional Associations

Another way of trying to keep abreast of ideas and innovations in a field is through membership in professional societies, publications of those societies, and mass media. About one-half indicated membership in a Cooperative Extension-related association (a County Agent's Association and/or Epsilon Sigma Phi). Approximately one-fourth hold a membership in some agriculture-related society such as Agricultural Economics or Farm Management Association. Adult education, sociology and/or psychology and planning societies each had between 12 and 15 percent, followed by membership in associations concerned with conservation and administration. Many held membership in more than one group.

Reading References

Respondents were asked to list "journals, periodicals, book clubs and newspapers which they read more or less regularly."

Newspapers, weekly news magazines and Cooperative Extension publications are read by about 6 in 10 respondents. Farm and agribusiness magazinesaand publications devoted to human development are read by roughly one-third, natural resources publications (16 percent), planning journals (7 percent). Thirty-nine percent were classified as "other" because of the great variety of publications listed in response to this question.

Major Work Experiences

As community resource development is a relatively recent and expanding activity for Cooperative Extension, we wanted to know from what backgrounds these positions were filled. Respondents were asked to recall their work experiences since 1955.

As might be expected, a considerable number (42 percent) entered CRD work from other Cooperative Extension divisions, mainly agriculture. The next largest category (15 percent) were from formal education systems. About the same number (14 percent) had previous experience in overseas community development, including the Peace Corps. Other recruitment categories are local government and private enterprise (6 percent each) with the latter including some former farm operators.

Years in Community Resource Development Work

Sixty-five percent of the CRD staff have been in this work less than three years. Only 7 percent claimed more than 10 years, leaving the remaining 20 percent with from 4 to 9 years of experience in this field.

Job Titles

Another indication of the age of a movement or profession is found in the degree of consensus on staff titles. We were aware that Extension CRD staff varied from State to State and within levels of State organizations in this respect. However, we did not expect that of the 224 who responded, 113 would list different titles. About 60 percent did include the concept "development" in their titles. Major variations occurred with regard to the choice of a referent; "area" - 37; "community" - 18;

"resources" - 26; with only four using the word "rural." Another variation occurred between those who did or did not include "Extension" in the title - (42 did); and between "specialists" (76) and "agents" (79). Some of this variation undoubtedly differentiates between important functions in a broad field of endeavor. At the same time, extreme variations in titles among persons working in the same field create identity and image problems. An ECOP subcommittee report proposed "Community Resource Development" as a designation for this division of work, yet only six respondents actually used this full title in identifying their positions.

Size of Communities or Areas Served

Forty-five percent of the respondents had worked exclusively in counties or areas with over 50,000 population; one-fourth had had part of their work experience in places of 10,000 to 50,000 and part in places over 50,000. Another 12 percent had work experiences ranging from places below 10,000 to over 50,000 population. The remaining 18 percent indicated a variety of answers in response to this question, but only a negligible percentage had had all of their work experience in places under 10,000 population.

We do not know how much significance should be attached to this finding, as information on population densities is lacking. All we would venture is a suggestion that a selective process may be operating in assigning full-time CRD staff to the more rapidly urbanizing counties where resource management problems are more visible. This raises a question as to how CRD work is to be staffed in the less populated areas.

SECTION 3. PERCEPTIONS OF PROBLEMS, APPROACHES, AND COMPETENCIES IN COMMUNITY RESOURCE DEVELOPMENT

Problems of Communities-Areas

An effective CRD Extension staff knows the problems of people in the communities it serves. They keep their colleagues in teaching and research aware of these problems, thus providing two-way communication of ideas between the university and local people.

A check-type question listed nine general "problem areas" taken from Title I of the Higher Education Act. Respondents were asked to give two responses to each problem listed: (1) Those now receiving priority in Extension's educational efforts, and (2) those that in the respondent's judgment should receive consideration in future educational efforts.

Two related problem areas receiving priority in CRD programs were (outdoor) recreation and land use. Given the long and continued concern of agricultural colleges with out-migration, farm consolidation, abandonment of land least suited to crop production, and Agricultural Extension's long relationship with farmers and land owners, it would be expected that many respondents would check land use and related problems as priority concerns.

Table 1. Community Problems Now Receiving Priority and Those That Should Receive Consideration in the Future by Percent of Respondents

	Now Receiving Priority		Should Receive Consideration In Future	
	No.	%	No.	%
1. Recreation	131	58	79	35
2. Land use	125	56	71	32
3. Youth opportunities	95	42	103	46
4. Poverty	88	39	101	45
5. Government	70	31	91	40
6. Employment	68	30	97	43
7. Housing	55	24	127	56
8. Health	52	23	117	52
9. Transportation	12	5	100	44

Less than one-fourth checked "housing" and "health," with "transportation" barely receiving any mention.

The pattern of responses in the second column--"should receive consideration"--is considerably different. Here, between one-third and one-half of respondents checked all nine topics, with "housing" and "health" being the only two problems mentioned by more than 50 percent. The smallest percentages are found opposite "recreation" and "land use."

It appears that CRD staffs are in general saying that housing and health, as well as traditional problems, should receive at least as much, if not more, attention in future educational efforts. CRD workers may be coming to a position similar to that of Gans when he writes "...when I studied people and communities, it turned out that their notion of the good life... had little to do with land uses, public facilities, and expressways; they were concerned about work, income, health, family, neighbors, friends, church, and if they were homeowners space, comfort, status and property values."[2]

As lists of problems confronting American communities grow longer and more complex, it becomes important for Cooperative Extension to identify the uniqueness of its contribution toward their resolution. No one agency has within it all of the resources necessary to solve any one societal problem.

Approaches

In an attempt to learn something about respondents' philosophy and approach to CRD work, we posed several questions: First, "If the long-range goal of Community Development was limited to only one of the following three statements, which one would you prefer?"[3]

- To establish a process that would result in producing responsible leaders and a responsive citizenry. (82.7 percent)
- To attract economic development activities to the area. (2.7 percent)
- To link local planning and development efforts to State and national efforts. (14.6 percent)

One respondent offered this amendment to the first statement:

"I think Community Resource Development is more than a process. My concept includes certain subject matter areas: human resource development, economic development, natural resource development, and the development of community facilities and services. I view the process of group dynamics as a means of involving local leaders and the citizenry in group activities designed to develop these four major types of a given community's resources."

Another question asked: "Of the three following possible approaches to work in Community Development, which one do you personally advocate as a first step?"

- Assist leaders and citizens undertake some project that has visibility. (5 percent)
- Assist leaders and citizens undertake an overall study of their community. (30 percent)
- Assist same leaders and citizens to undertake a "visible" project while at the same time assist them or others in an overall study of their community. (65 percent)

Several respondents commented on this question. One wrote:

"As a first step, it is necessary to study the social system in the community. Who are the people who make what decisions? To what organizations do they belong? Who are the 'outs' and why? Also, one must review the recent history of the community, such as bond issues that passed or failed, and why. After you know such things as this, then you are ready to decide which alternative is appropriate."

Another wrote:

"Planning and study is essential for an effective program, but visibility is also essential for local residents. They need to 'see' progress. This gives them incentive to continue support for a long-range program."

A third wrote this:

"To undertake as a first step, a project with 'visibility' is fine if you are sure it is relevant and significant. But, a visible project for the sake of a visible project is not desirable."

Turning to the question of who should be involved in development efforts, we asked respondents to "Check the one statement that comes closest to your view of Community Development":

- An effort in which people themselves improve the conditions of their community. (13 percent)
- An effort in which people unite with local government to improve the conditions of their community. (3 percent)
- An effort in which people unite with local and State government to improve the conditions of their community. (2 percent)
- An effort in which people unite with local, State and Federal government to improve the conditions of their community. (82 percent)

More than four-fifths of the respondents subscribed to the statement that all four levels--citizens + local government + State government + Federal government--have roles to play in Community Resource Development.

Several respondents commented on this question, which is helpful in further understanding the philosophy of CRD workers. One put it thus:

"I feel that Community Development should encourage local people to do as much for themselves as is feasible, then turn to local government next and so on until only those problems remain that cannot be solved unless Federal assistance is received."

Another similarly emphasized "grassroots" as the starting point.

"My concept would include people first organizing themselves and then 'linking in,' making use of all resources available that can be brought to bear upon opportunities which may result in accelerated rates of development."

Perhaps the informal educational aspect of the CRD approach is captured in this comment:

"The major emphasis of Community Resource Development is creating that situation which allows people to go through a process of search and discovery. They can study their problems and resources and devise plans that have much greater meaning and potential than can outside professionals. It is the responsibility of the CRD worker to raise questions, feed information into the process, and help the community locate resources. But he does not make any decisions for the community."

The foregoing discussion raises the question in our minds as to the difference, if any, between "Community Resource Development" (CRD) as currently perceived and practiced by Cooperative Extension personnel, and "Community Development" (CD) in the more traditional meaning as defined below by Bloomberg.[4]

"Community Development asserts that projects should be initiated in response to the expressed needs of people, in effect giving power to the clients; that attitudinal change among the people is as essential as material progress; that new leadership must be cultivated, especially among previously powerless groups such as women and youth; that governmental aid, technical assistance, and a wide range of resources must be put at the disposal of essentially self-help projects; that institutions of local government themselves may have to be reformed, and that the national government must play an important role in furthering community development."

A comparison of the common elements in CRD and CD as defined above reveals considerable similarity in basic approaches. However, a major difference appears to us to be that CRD emphasizes improving community problem-solving processes through assistance to existing leaders and institutions, while CD would seek new leadership among minorities, and institutional reforms.

Such a comparison undoubtedly can and should be challenged. Nevertheless, it does suggest a major philosophical difference between two approaches to development. Further comparisons of various planning and development philosophies and approaches would be most useful to furthering understanding of a growing field of endeavor.

Tasks Performed and Self-Rating of Competencies

A question was prepared containing 18 tasks assumed to be central to CRD work. Respondents were asked to indicate which tasks they had performed during the past year, and to judge their own competency in each. (Table 2) They were also requested to list any additional tasks performed.

Analysis of Table 2 suggests that as the nature of tasks performed becomes more specialized, the percentage of CRD staff expressing competence to perform the tasks decreases. This supports a view that CRD personnel at administrative and field levels (which constitute most of the sample) are expected to be primarily generalists rather than specialists. This does not deny the great need for specialized expertise. In fact, a considerable number of respondents (29) listed the writing of educational materials for various programs as their contribution to development programs.

Table 2. Tasks Performed and Competence Indicated by Number and Percent of CRD Staff

Selected Tasks	Express Competence No.	%	Selected Tasks	Express Competence No.	%
1. Consult with organizational leaders to service their needs	202	89	10. Guide resource inventories and analyses	153	67
2. Assist leaders understand concept of community development	197	86	11. Interpret relevant research	149	65
3. Teach leaders and citizens in face-to-face groups	186	82	12. Design and map plans for projects	135	59
4. Establish communications among development groups	180	79	13. Promote projects and plans	134	59
5. Locate needed resources	179	78	14. Involved in applied research	126	55
6. Organize development groups	173	76	15. Prepare written materials on controversial issues	124	54
7. Design educational programs	165	72	16. Organize and conduct educational tours	96	42
8. Lead discussions on public issues	161	70	17. Prepare applications for financial and technical assistance	91	40
9. Involve citizens in determining goals and priorities	158	69	18. Participate in educational TV programs	77	34

SECTION 4. RELATIONSHIPS AMONG COMMUNITY DEVELOPMENT AGENCIES AND ORGANIZATIONS

Cooperative Extension is but one of an increasing number of agencies working in the broad field of development. Some emphasize particular resources as the focus of their concern (natural, physical, human); some emphasize desired outcomes in terms of economic and industrial growth. Some urge legislative programs and use of the political process as the way to bring about change; others advocate either incremental or comprehensive planning approaches; and Cooperative Extension emphasizes "organization and education" as a way to involve local leaders and citizens in developing community and area resources.

Every agency can make needed contributions. Yet, with the increasing number of development agencies and organizations at various levels with apparently overlapping functions, the situation has become, in Roland Warren's terms, "bewilderingly complex."[5] The question, as Warren puts it, is how to achieve "optimal ordering" or how to make effective decisions and take effective action in situations where there is no formal organizational unit responsible for the decisions and action. This is a most timely question in view of the rapid establishment of multicounty areas for planning and development prior to organizing general governments to direct this activity.

To learn something about the agencies with whom CRD staff worked, we asked respondents to list no more than six agencies or organizations "that you have had the most satisfying relationship with during the past year." For each agency listed, they also indicated the level of contact and its major function. Some agencies listed did not exist in areas where CRD staff was working. For example, a number of respondents indicated that there were no officially appointed governmental planning boards in their areas. Economic Development Districts exist only in certain places. However, note in Table 3 the relatively small percentage of CRD staff working with citizen groups and local government bodies (27 and 25 percent) and with universities and colleges (about 15 percent) when such groups are comparatively everywhere.

Table 3. Agencies With Which Respondents "Had Most Satisfying Relationship During Past Year."

Agency or Group	CRD Staff (218 Cases) No.	%
1. Public planning board	141	64.7
2. Private development associations	112	51.4
3. USDA agencies (TAPS, FHA, SCS)	107	49.1
4. Citizens' groups	59	27.1
5. Local governments	54	24.8
6. Economic Development Districts and Regional Commissions	40	18.3
7. Universities and colleges	32	14.7
8. Community action programs (OEO)	28	12.8
9. Labor Departments (CAMPS, Jobs)	15	6.9
10. All other*	64	29.4

*Includes agencies concerned with health, housing, conservation, forestry, schools, fire departments, libraries, engineers, youth Indian affairs, land management, banks, beautification, League of Women Voters.

This finding seems at first glance to be inconsistent with the earlier expressed "grassroots" approach to development emphasized by many CRD staff. A possible explanation is that with very limited personnel (nationally, and on the average, about one person for every 10 counties) it is impossible to work on a community-by-community basis. Thus, Extension seeks to carry out most of its informal educational activities through other agencies that may have more direct local contacts.

As noted above, a relatively small percentage indicated contacts with universities or colleges. A possible explanation is that universities and colleges were not perceived as "agencies or organizations" by respondents, since 75 percent indicated their salary came in whole or part from this source. Thus, they probably would not list an agency with which they were so closely affiliated. Those who did indicate a working relationship with universities probably meant some other than their own institution. It is apparent that they would need to look elsewhere for subject-matter backstopping in problem areas not represented in land-grant systems.

Planning boards and development associations head the list of CRD staff contacts because this is where much action is centered today in efforts to guide community and area change. USDA agencies are also relatively high on the list of contacts because many CRD staff are cooperative employees of this agency and have a long-time relationship with Farmers Home Administration and Soil Conservation Service.

Federal, State and local development agencies can have only partial perceptions of problems that involve them all. This is understandable, but unfortunately limits many development efforts. There is a need for improved cooperative participation at very early stages in planning. Access to all pertinent information and alternatives needs to be shared in a timely, understandable and helpful manner with citizens and decision-makers at all levels. Perhaps bridging these informational-communications gaps should be a major function of CRD. Unless some agency comes to grips with this problem, we will probably go on groping with "bewildering complexity."

Moving on, respondents were asked to characterize the "<u>overall status of Community Development activities within the community or area in which you work</u>," according to four styles identified by Warren. This was an attempt to examine the nature of horizontal relationships among development agencies. (Table 4)

Table 4. Statements Describing the Status of Community Development Activities in the U. S. and the Percent of Respondents Who Selected Each as the Best Description of the Current Situation in Which They Work. (229 cases)

Statements	Percent
1. Community Development is organized and carried out in such a way that the general well-being of the community or area receives priority over the interests of any particular agent or group. (Unitary context)	18
2. Community Development is organized and carried out in such a way that while each agency or group pursues its own goals, there exists a formal organization wherein several groups work on problems of general concern to people of the community or areas. (Federative context)	29
3. Community Development is organized and carried out in such a way that while each agency or group works for the most part at its own goals, there is informal collaboration at times when certain interests and goals of the community or area are recognized as similar. (Coalitional context)	40
4. Community Development is organized and carried out in such a way that each agency appears to be working independently at its own particular goals and interests in the community or area. (Social choice context)	13

About 4 in 10 respondents subscribed to the third statement that emphasizes informal collaboration or coalitions among agencies as the way Community Development is carried out in their situation. Another 3 in 10 selected the second statement that is similar except that there exists a "formal organization" to work at similar interests and goals (federative). Together these two structures for achieving some degree of cooperation are believed by CRD staff to be operative within settings in which they work. About 18 percent (those checking the first statement) have a utopian situation where special interests appear to be subjugated to common interests (unitary context); the remaining 14 percent see themselves in highly competitive situations characterized by a high degree of "social choice" with each agency working independently at its own goals.

In interpreting responses to this question as well as others, we need to remind ourselves of Whyte's[6] caution that "...the questionnaire is particularly useful for getting at subjective states of informants: their sentiments, beliefs and perceptions of the world around them. But this very strength can lead us into a dead end street. With the questionnaire, we can make elaborate analyses of the perceptions our informants have of the world around them, without having independent data as to the nature of the world they are perceiving." We do not have this independent data and have no really objective way of knowing what kinds of interorganizational structures are really "out there."

However, in visits to several multicounty areas, an attempt was made to get some indication of cooperation among development type organizations. Agencies were found in many instances to be working together publicly, yet agency leaders privately admitted that relationships were often superficial and lacking in trust. This resulted in an inordinate amount of time and energy devoted to thinking about strategies of working with other agencies to assure self-maintenance rather than concentrating on the public problems at hand. At best, it appeared that there were many "uneasy coalitions," when one got beyond the organizational charts.

Interorganizational typologies such as the one suggested by Warren might be utilized in informal educational settings to help leaders think through the unique characteristics of their organization and others to which they are trying to relate.

For example, during one field visit we engaged in a discussion with the director of a regional planning board about the relation of his agency to others within his region, and also to State and Federal levels. As his agency had been rather recently formed, he was giving considerable attention to this matter, having prepared an interorganizational chart to visualize such relationships to his board of directors. He had placed his agency at the center of the chart. We both wondered what it would look like if each agency with which he was working were invited to independently prepare a similar chart for comparative purposes. Such an exercise might be revealing as to how each agency viewed its relative contribution to development.

Development agencies often state <u>coordination</u> as one of their objectives. This usually means that the agency in question sees itself as having the capacity to get various agencies and groups to work together. It seems that practically every agency subscribes to the desirability of closer coordination. In thinking about methods for achieving this condition, we proposed the following question:

"When coordination of several agency-development programs would be in the public interest, such coordination can usually be achieved:"

By each agency offering to cooperate while promoting its own program. (8 percent)

By one agency assuming responsibility for coordination. (18 percent)

By all agencies involved working out a mutually acceptable statement of policies and procedures. (73 percent)

No one of these statements acceptable. (1 percent)

It may be that the alternative selected by about 73 percent of the respondents oversimplifies what it takes to coordinate efforts to work together on public problems. Some believe that coordination of government agencies can only come through direct linkages between elected officials and citizens starting with neighborhoods and extending to national levels. Milton Kotler, for one, has testified:

> "It is an error to think of coordination as the problem of fitting agencies together in a neat pattern. The coordination is between the people and government. This can only be done by the delegation of authority to neighborhood localities."[7]

Interorganization relations are an important but neglected dimension in community and area development. Basic research is needed.

In the meantime, helpful insights into opportunities for improving relationships might be had from exploring these kinds of questions, as suggested by Warren:[8]

1. What organizations are engaged in collecting and analyzing the same secondary data and for what purposes?

2. Is there prompt communication of proposed policy or program changes among agencies so as to facilitate adjustment of activities?

3. Are there procedures within each agency for feedback and reformulation of proposed changes in policies and programs?

4. Are respective fields of planning and development activity in direct communication with each other and checked against responses from various significant groups in the community or area?

5. Are there procedures for overlapping board and committee memberships, thus providing important bridging roles between two or more development agencies?

6. Is there deliberate exchange or loaning out of personnel among agencies at policy planning and implementation levels?

7. Are there decision-making methods to resolve conflicts among development agencies?

While agencies do come together occasionally to exchange information, we wonder if their agendas include questions such as those raised above. The Cooperative Extension Service has stated on numerous occasions that its role in community resource development is "education and organization." A special educational need, as we see it, is for studies of area and community development organizations with special attention to these kinds of questions.

SECTION 5. EVALUATION OF EDUCATION ORGANIZATION INPUTS IN COMMUNITY RESOURCE DEVELOPMENT

What items should be included in evaluating the efforts and contributions of Community Resource Development?

Little has been written to identify criteria (i.e., measures of effectiveness) for evaluating informal educational programs in development. VandeBerg and Schuster have pointed out that "the focus of such education is on establishing and maintaining an effective ongoing organizational structure for development."[9] They believe, as we have already mentioned, that the organizational side of Extension's educational efforts should be strengthened. The total educational task, however, is considerably broader and conceivably involves designing in-depth public affairs educational programs based on comparative analyses of resource opportunities, problems, issues, and alternatives as they are identified by various publics and experts.

At this time, we do not know what criteria should be used for evaluating Extension's programs in CRD. These, we believe, must come from within. Rather, as a first step, we chose to (1) list a large number of seemingly evaluation-type items, (2) ask respondents to assume that their CRD program was to be evaluated, (3) select from this list only those items they felt should be included in the evaluation of their program, (4) rank the selected items on a 5-point scale of importance, and (5) suggest any additional items that should be included. We wished to see whether there was any agreement on general evaluative items. Conceivably, this might stimulate further efforts to identify more specific criteria that would measure values inferred from the general items.

Thirty-four general items were included in the questionnaire.

Table 5. Relative Importance of Various Items for Evaluating Community Resource Development Programs (229 cases)*

Evaluation items - evidence that:	CRD staff response as "very" or "quite" important	
	No.	%
1. Responsible and representative leadership and citizens are actively engaged in determining community development program policies and directions.	186	82
2. Increasing numbers of people are participating effectively and responsibly in community affairs through an adequate organization.	181	80
3. The community development program has zeroed in on issues of concern to community or area.	180	79
4. Some new motivations and capabilities have been developed in people.	177	78
5. There is a procedure for identifying issues, establishing priorities and projecting educational needs in all areas of community concern.	176	78
6. Cooperative Extension's community development effort is educational in design and purpose, and is directly related to major planning-action processes in the community.	173	76

*A comparison of responses to evaluation items by location in Extension organization reveals that a considerably higher proportion of State level staff emphasize "educational" items as important (Items 7, 16, 21, and 25). A higher proportion of county staff attach importance to "locality" oriented statements (Items 13, 14, 15, 20 and 27). Eighty percent of the county level workers thought it important to have "an objective procedure for periodic evaluation of Community Development efforts" compared to 62 percent and 56 percent for State and multicounty workers, respectively. Multicounty level workers tend to attach less importance to evaluation (Item 12) and greater importance to "flexibility" (Item 10) than State or county level personnel.

Evaluation items - evidence that:	CRD staff response as "very" or "quite" important	
	No.	%
7. Methods utilized in conducting educational programs are appropriate for people involved and educational objectives sought.	172	76
8. Community development plans have or will be carried into action.	169	74
9. Community development work has produced some identifiable impact on the quality of community life.	165	73
10. Community development worker or staff are flexible in adjusting operations to changing social and economic situations.	165	73
11. The educational effort on a particular issue has included individuals and groups whose interests are directly affected.	159	70
12. Conclusions of evaluations are taken into account in revisions of community development efforts.	159	70
13. The program has provided needed, timely information about programs and assistance of private and public agencies available to communities.	156	69
14. There is a working relationship between your agency and other agencies working in community development.	154	68
15. Community development efforts are increasing and strengthening responsive local government.	154	68
16. There has been an objective interpretation of economic and social data and trends.	153	67
17. Instruction including principles and procedures for comprehensive community study and analysis has been provided.	143	64

Evaluation items - evidence that:	CRD staff response as "very" or "quite" important	
	No.	%
18. An objective procedure is used for periodic evaluation of community development efforts.	142	63
19. The authority of the community development person or staff of your agency is clearly defined, and roles and responsibilities understood and performed.	143	63
20. An increasing number of self-help projects are being initiated and completed.	136	60
21. Sustained efforts are being made to tap needed subject-matter competencies within and outside the land-grant university system.	133	59
22. A qualified professional community development person or staff is available.	131	59
23. A carefully designed and executed public affairs educational program is a part of the community development effort.	131	58
24. A procedure is followed for effectively utilizing technical assistance and guidance.	127	56
25. Inservice educational programs for community development staff and community leaders emphasize concepts from the social, biological and physical sciences.	125	55
26. There is adequate financing to carry out the plan of work adopted.	121	54
27. Practical and useful information about procedure for obtaining guidance in establishing and maintaining effective local governmental planning boards has been provided.	120	53

Evaluation items - evidence that:	CRD staff response as "very" or "quite" important	
	No.	%
28. Organizations involved in planning for development are linked to multicounty and State level efforts.	119	52
29. Objective, practical and useful information on intergovernmental organization, relations and alternatives for change has been provided.	115	51
30. Instruction has been provided in principles and practices of group dynamics, including community action.	112	49
31. Procedure is followed for analyzing the interrelation of community development work of your agency to development programs of other agencies within the area.	104	46
32. Objective, practical and useful information on the political process in democracy has been provided.	80	35
33. A procedure is followed for analyzing interrelations among all major Extension projects.	76	34
34. Extension personnel working in community development are in some way associated with an applied research project.	60	26

To summarize, 16 of the 34 items (approximately 47 percent) were rated by two-thirds or more of the respondents as important in evaluating Community Resource Development programs. These 16 items were reduced to eight central themes from which evaluation criteria might be designed:

1. Citizen participation in planning and development process (Items 1, 4, 11)
2. Locality orientation to problems and issues (Items 3, 5)
3. Education for action (Items 6, 7, 8)
4. Quality environment (Item 9)
5. Factual information provided (Items 13, 16)
6. Adequate organization for development (Items 2, 15)
7. Program evaluation and staff flexibility (Items 10, 12)
8. Cooperation with other Community Development agencies (Item 14)

Many of the remaining 18 items possibly through multiple factor analysis could be subsumed under these major themes. Additional evaluation items suggested by respondents were: increase in quality of decisions made; evidence that alternative solutions to problems are presented; evidence of changes in knowledge and attitudes; evidence that leaders have been trained to effectively do their job; evidence that leadership carries on effective inquiry and self-study of social and economic conditions; and evidence that educational programs have continuity, are sequential, and integrated.

SECTION 6. CONCLUSIONS AND ALTERNATIVE CONSIDERATIONS

Going beyond the survey, this author believes that a major challenge facing both urban and rural communities is how people can have a greater constructive voice in the decisions affecting their immediate living environment and the larger emerging area communities of which they are a part. For Cooperative Extension, a corollary question is what ought to be its role in responding to such a challenge.

This survey has pointed up several major characteristics of Extension that begin to identify its unique potential contribution to a goal of building more livable communities. Some of these are:

- A locality orientation to specific community problems.

- A philosophy of community self-help as a starting point in any meaningful development process.

- An existing federated cooperative organizational structure with staffs located at national, State, multicounty, and county levels.

- A nucleus of administrative and field staff in its CRD division that have accumulated considerable firsthand experience in working with local government leaders and area and county development agencies on public problems.

- Established ties with land-grant universities and, through them, opportunities to initiate and create working relationships with other knowledge centers and information sources seeking new avenues of service to communities.

- A growing commitment, as several respondents mentioned in one way or another, "to get involved with the controversial priority problems that people are interested in, although this may upset our traditional sources of support." A similar theme is expressed in a recent national report of an Extension study committee.[10]

Given the advantages of these kinds of built-in characteristics, this author believes there are several alternative operational and organizational routes which might be taken if Cooperative Extension is to move vigorously forward in the 1970's in making its maximum contribution to building more livable communities.

Field Operations - Extension CRD staff might:

1. Assume initiative at local, county, and multicounty levels in creating awareness of priority community problems among elected officials and citizens.

2. Visit agencies and groups to (a) become acquainted with their programs and persons actively working on various aspects of community problems, and (b) determine with them information and communication gaps among agencies and levels of government working on the same or similar problems.

   a. Respond to immediate requests for information whenever possible by supplying it from the usual sources, or actively helping the seeker to secure it wherever available.

   b. Develop proposals indicating how Extension can identify people who have some knowledge about a problem and bring them together. Personally contact and invite persons who have special contributions to make to understanding basic causes of problems and can propose constructive alternatives for solving them.

3. Assist in developing and maintaining two-way communications between decision-making bodies, and persons who live and try to deal with various social and environmental problems on a day-to-day basis.

A field staff person, with this concept of his role, is an information and communications generalist rather than an in-depth specialist on any particular problem such as health, housing, or race relations. These specialists exist in universities, government, and/or private agencies. The generalist's job is to know his area--county or locality--as well as he knows the back of his hand, and to see to it that experts, leaders, and citizens, in the words of a former college president,[11] are helped "to develop

the understanding and skills by which society can be changed, nonviolently and constructively, toward the freedom by which every individual becomes all he is capable of being, consistent with the rights of others." Helping people act out such a philosophy would be a major contribution toward building livable communities.

Organization

1. CRD field staffs might be officed at area or multi-county levels, which are becoming a focal point for localities, counties, cities, State and Federal government planning and development activities. From this central location, a generalist staff could make its maximum contribution to groups at, above, and below this level.

2. A minimum generalist staff could consist of four persons--one who would concentrate on development problems of area-wide nature and scope; one on the concerns of counties and cities within an area; one on neighborhoods; and one on State, interstate, and national domestic development programs and activities affecting a particular area.

3. Initially, this staff could be funded through a broadened Federal Extension Service that would include the Departments of Housing and Urban Development; Commerce; Health, Education and Welfare; and Interior; in addition to the Department of Agriculture. Following a satisfactory demonstration period of, say, two years, each State and the counties within a particular area might be expected to finance a "fair share" of the costs for such a service. This proposal could be sponsored by a joint committee of the Urban Affairs and Rural Affairs Councils.

4. Community Development Study Panels could be established by Cooperative Extension within each multicounty area. The objectives of such panels could be to: (1) identify information and communication barriers between levels of government, among development agencies, and between local government leaders and citizens; and (2) advise Cooperative Extension as to how it might provide information and assist communications among local agencies and groups concerned with problems related to improving the immediate natural

and social environment. The overall panel might need to be divided into smaller groups of three to five persons to study in depth the information-communications barriers surrounding specific problems. Upon completion of studies, area panels could rank problems by priority, identify major information-communication resources, and suggest appropriate mechanisms and methods for the consideration of Cooperative Extension in carrying out its informal education mission. Panels and problem subcommittees ought to be composed of persons chosen specifically for their diversity of interests (e.g., scholars, elected officials, agency experts, and citizens who are directly confronted with particular problems).

A renewed Cooperative Extension Service, patterned along lines indicated above, in this author's view, could provide an important linkage between forces advocating either governmental centralization or decentralization as the better approach for dealing with a lengthening list of problems. Pros and cons of this on-going debate should be directed to major societal problems and carried to a cross-section of people throughout the country. A modern Cooperative Extension Service, as envisioned by this author, could provide needed educational leadership to a national dialogue about the appropriateness of centralized vs. decentralized approaches for coping with policy and operational aspects of particular problems.

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3. We have noted in informal conversations with Extension administrators responsible for preparing and justifying budget requests for this work, that they experience difficulty in explaining to legislators the role of education in development. Thus, they look for specific economic and physical indicators of development in making presentations. This difficulty and confusion in conversing about goals might be reduced by distinguishing among three different kinds of development goals--aspiration goals, achievement goals, and performance goals--as suggested by Lyle Fitch (Fitch, Lyle C., "Goals for Urban Development," in Urban America: Goals and Problems, Joint Economic Committee, 90th Congress of the U. S., 1st Session, August 1967). The first refers to what people want, i.e., jobs or higher incomes (desires). The second refers to alternatives, feasibility, and processes (means) of bringing about changes that may be desired in society, while the third looks for evidence of what was actually accomplished (results). The citizen is primarily concerned with the first, educators (community resource development workers) with the second, and administrators and legislative bodies with the third. This question of goals is fundamental to all development efforts.

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7. Urban America: Goals and Problems. Hearings, Subcommittee on Urban Affairs of the Joint Economic Committee, 90th Congress, 1st Session, 1967. P. 163.

8. Warren, Roland L., op. cit.

9. See "Education/Organization. What's the Difference?" by Gale VandeBerg and R. B. Schuster, Extension Service Review, November 1967.

10. See A People and A Spirit, a report of the Joint USDA-NASULGC Extension Study Committee, November 1968.

11. From a talk given by Dr. Nathan Bleazer, former president of Graceland College, Iowa.

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